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ABSTRACT

This study examines the work of the Asia-Pacific Programme of Education for All (APPEAL) since its 1987 inception. Efforts to assess educational achievement at the local, regional and national levels in the Philippines are examined with a view to achieving universal primary education; eradicating illiteracy; and providing continuing education in support of the above objectives. Chapters include: (1) "Achieving Education for All"; (2) "Policy and Planning"; and (3) "National Policy of APPEAL." Statistical data are presented, showing that over 7 million adults 25 years and above have not completed primary education. Further statistics show a shortage of classrooms, basic equipment, and furniture. Suggested strategies to address the program goals involve compulsory and free primary education; gradual universalization of secondary education; and free tuition and textbooks to primary and secondary students in public schools. (EH)

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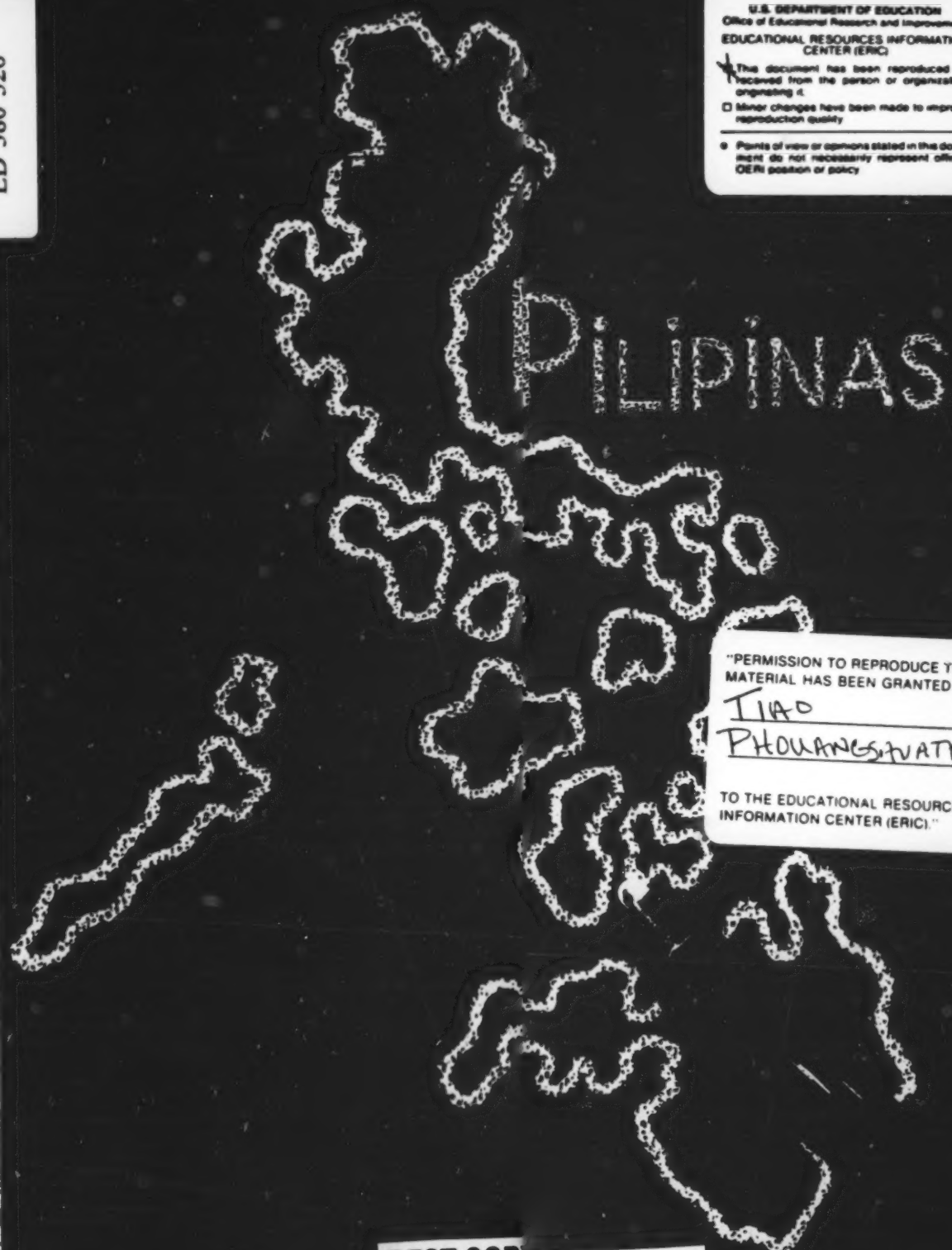

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Preface

The Asia-Pacific Programme of Education for All (APPEAL) was launched on 23 February 1987 from New Delhi, India by the then Director-General of UNESCO.

Through regional co-operation APPEAL aims to facilitate the national efforts of the Member States in Asia and the Pacific with a view to:

a) Achieving universal primary education;

b) Eradicating illiteracy; and

c) Providing continuing education in support of (a) and (b) above.

After the launching of APPEAL, the Member States formed National Co-ordination Mechanisms for APPEAL to mobilize public opinion in favour of literacy programmes, primary education and continuing education, and strengthening those programmes at government as well as non-governmental levels. Many Member States have organized national special events like seminars and workshops to mark the launching of APPEAL in their respective countries. As of December 1989, 20 Member States have formed National Co-ordination Committees for APPEAL or designed existing organizations as National Co-ordination Mechanisms for APPEAL Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Laos, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Thailand and Viet Nam.

In order to assist the Member States to formulate national strategies to implement APPEAL in their countries, the UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Regional Workshop for National Co-ordinators of APPEAL in co-operation with the Ministry of Education and Government of Thailand in Chiangmai, Thailand August 1987. This workshop discussed and developed approaches and strategies to implement APPEAL at the regional, national and local levels. It was attended by 31 primary education, literacy, and continuing education experts from 16 Member States in Asia and the Pacific.

Tangible outputs of this regional workshop were national plans of participating countries and a regional plan of action for the implementation of APPEAL, as well as a sincere commitment from the participants of the countries represented to pursue with vigor the implementation of APPEAL.

UNESCO convened the first Meeting for Regional Co-ordination of APPEAL in Bangkok, Thailand, November 1988. Preparatory to this First Meeting for the Regional Co-ordination of APPEAL, UNESCO/PROAP requested the National Co-ordination Committee/Mechanism to conduct a National Study of APPEAL highlighting achievement, problems, policies and plans to achieve the goals of APPEAL.

The National Studies was submitted to the First Meeting for Regional Co-ordination of APPEAL which discussed the issues raised by the national studies and made a number of suggestions to UNESCO and the Member States for the improvement of plans, progress and strategies for achieving the goals of APPEAL.

UNESCO/PROAP is very grateful to the National Co-ordination Committee/Mechanisms for APPEAL and the National Commission for UNESCO in the Member States for providing the national studies and making it available for all people concerned. Unesco also acknowledge the contribution made by individual scholars to prepare the studies.

The national studies provide very valuable information, data and insight of planned and existing programmes in literacy, primary education and continuing education. UNESCO/PROAP is therefore, very happy to publish it and make it available for all interested.

Summary

In line with the objectives of APPEAL, the p
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Achieving Education for All

In line with Project APPEAL, the promotion of functional literacy is being strengthened in various regions of the country. While the literacy rate has been increasing, 87.6 per cent in 1986 to 88.00 per cent in 1987, there is, however, still some 12 per cent of the population or about 5.8 million people that need to be equipped with the basic life skills of reading, writing and numeracy. The problem is more acute among the cultural communities, hence the special project of the BNFE "Magbassa Kita" or "Let Us Read" in the Mindanao regions and its extension to the Cordilleras. The programme will be expanded later to all regions to give a chance for others to benefit from it.

Functional literacy is integrated in the livelihood skills development courses organized for illiterates and semi-literate out-of-school youth and adults.

Eradication of Illiteracy

A cursory examination of elementary education in the Philippines, leads one to believe that it had performed relatively well during the 1960s considering its extensiveness (over 33,000 elementary schools throughout the country); its large share (90 per cent) of the total education budget, and its posting of one of the highest elementary participation and literacy rates in Asia.

As early as the mid-sixties, the country was reported to have attained universal elementary schooling with enrolment ratios reaching 104.2 per cent in school year 1963-64 and 108.6 per cent in 1964-1965. However, these figures are misleading due to the existence of a large proportion of over age and under age pupils. The total under age enrolment resulted from a high incidence of repetition and drop-outs (about 15 per cent).

An attempt to weed out over age and under age pupils in the computation of elementary participation rate was made with the data for school year 1974-1975 by using the 6-13 age group of the population as the base instead of the prescribed 7-12 age group. The resulting national participation rate was 73.47 per cent and this varied among the regions from a low

of 61.44 per cent in Metro Manila and Southern Tagalog to a high of 83.68 per cent in the Ilocos Region. But percentages hide the true magnitude of the problem. In actual numbers, only 7.5 million children of the 10.2 million school age population went to school during the period while 2.7 million children were out of school.

A wide range of explanations can be offered for this problem of access to elementary education. The socioeconomic conditions of the families have bearing on this problem. During the period urban Metro Manila registered the lowest participation rate while Western Mindanao, which was predominantly rural, came in a close second among the regions. The prevailing demographic movement tended to affect regions drastically. Metro Manila was a typical case. The immigration pattern from the various points of the country accounted for a school age population of about 1.06 million who were yet to be accommodated in schools.

Data from the 1970 census revealed that the country s adult literacy rate had reached 83.4 per cent or an illiteracy rate of 16.6 per cent. Although this may not appear much of a problem, its critical implication is obvious in absolute terms since the rate of 16.6 per cent really means a total illiterate population of more than 4 million. This problem is magnified when the analysis is further brought down to the regional and provincial levels. While Central Luzon has the highest rate of 90 per cent, Western Mindanao registered the lowest at 65.5 per cent or an illiteracy rate of 34.5 per cent. On the whole, an average of 350,000 illiterates may be found in any one of the regions of the country.

A related problem is the existence of a very large number of adults who have not completed at least Grade VI, the last grade of the elementary education cycle. Based on the 1975 census statistics, a total of 7.2 million adults or 57.45 per cent of population 25 years and over have not completed elementary education. The degree of the problem varies among the regions from a high 6.6 per cent in Central Mindanao to a low 34.5 per cent in the combined Metro Manila and Southern Tagalog region. These figures clearly indicate that much has to be done yet in order to make the constitutional provision assuring every citizen of at least an elementary education a reality. So, while the access objectives are already well-defined for the in-school segment of the population, the problem of disparities regarding the out-of-school youths should also be given serious attention.

The efficiency of elementary education is low, with only a little over half (55.4 per cent) of pupils entering Grade I reaching Grade VI. The proportion is presumably even smaller in rural areas where schools suffer more serious internal inefficiency. This proportion also varies region-wide from very low survival rates of 33 per cent and 36 per cent in Western Mindanao and Eastern Visayas respectively of 76.4 per cent in the Metro Manila and Southern Tagalog region.

The low transition rates from Grade VI to first year high school also indicate, to some extent, the low internal efficiency of the system. Data for the years 1975 and 1976 reveal that about 20 per cent of elementary school graduates do not proceed to secondary school. In the urban Metro Manila/Southern Tagalog region this is not much of a problem since only 6 per cent of the Grade VI completers fail to enrol at high schools. However, in the regions of Western Mindanao and Eastern Visayas where 36 per cent and 35.8 per cent respectively do not proceed to high school, the situation is quite disturbing.

The poor internal efficiency of elementary education is also manifested in the existence of a large over age school population. Although repetition has been minimized with the implementation of a continuous progression scheme in the 1960s and 1970s in elementary schools, the number of over age pupils is quite sizeable. As a consequence, each grade level serves a wide range of ages. The bulk of over age pupils are returning dropouts and late entrants.

The general pattern discernible from the above-mentioned presentation is that rural areas or regions with mostly rural populations provide fewer educational opportunities. This aggravates the already disadvantaged position of these areas in general socioeconomic terms. Not only are the rural areas poorer than urban areas with less money to spend on the education of the children, but they are also less modern in outlook, giving less value to education. Moreover, the dispersion of population in rural areas is wide, resulting in smaller and less attractive schools for both pupils and teachers.

Present practices for student admissions and the policy for advancing students from grade to grade contribute to problems of poor student admissions. The policy which requires that children enter Grade I at the age of seven is appropriate but ineffectively enforced. In 1979 some 15 per cent of students in elementary schools were over and under aged while 26 per cent of seven year olds were not enrolled at all. The policy for advancement bases promotion on the results of a single year-end examination and the students' average of the period ratings received.

In 1978-1979 some 187,000 classrooms (of which over 8,000 or 4 per cent were designated as dilapidated and overdue for replacement) were available in 27,400 elementary schools. During the 1978-1979 school year, there was an overall shortage of 16,300 classrooms and class sizes varied from region to region. Access to the complete six year cycle is reduced by

Literacy Rate of Persons 10 years old and above.

1960				
Literate	-	72.048%		
Illiterate	-	27.952%		

** Literate population in 1939 constituted less than one half of the total population 10 years old and over. By 1960 it reached 72.00%.*

1970.				
Literate	-	22,459,368	-	76.39%
Illiterate	-	6,941,085	-	23.61%
Total	-	29,400,453		

** Between 1960-1970 there was an increase of 11.30% in literacy rate.*

1980				
Literate	-	27,861,191	-	82.81%
Illiterate	-	5,820,233	-	17.19%
Total	-	33,681,424		

the absence of facilities for Grade V and VI in a third of all elementary schools and basic equipment and furniture items are lacking in about 40 per cent of schools.

The imbalance in the allocation of classrooms contributes to problems of non-participation and poor quality of education because of overcrowding. To reduce disparities in the provision of facilities and in access to the six year educational cycle, the DECS needs to adopt systematic criteria for school location and facilities planning.

Universalization of Primary Education

Basic policies have provided directions to the Philippines educational system in reaching out to all children and youths of school age in order to ensure their right to quality education; to make more effective their civic participation in the community and national life, and to enable them to contribute to the attainment of national unity, stability and progress.

Universalization of primary education in the Philippines does not only mean providing access to and equalization of educational opportunities for all children of school age but also ensuring that they are afforded quality education within the resources available as mandated by the 1987 Philippines Constitution.

The national policy for universalization of primary education is compulsory and free primary education. Gradual universalization of secondary education started during the school year 1988-1989. This means that parents shall consider it their obligation to enrol their children in school upon reaching seven years of age, or six and a half if they have had pre-school education. The government shall provide tuition-and-textbook free primary and secondary education in public schools and allow private primary and secondary schools to operate provided that they meet standards set. To cope with the great number of students taking advantage of free secondary education in the public schools during the first year of implementation of free secondary education in the country, a scheme called Service Contracting was implemented whereby high school students who could not be accommodated in public schools were enrolled in private schools with the government paying one thousand pesos (P1,000.00) for each enrollee.

The Department of Education, Culture and Sports exercises supervision and control over these schools to ensure the quality of instruction. This policy is undergirded by the constitutional and legal provisions on education.

Decade of the Filipino Child (1978-1987)

In 1978 the Ministry (now Department) of Education, Culture and Sports formulated a Child Development Plan for the Decade of the Filipino Child which provided that :

a. No child of school age shall be deprived of basic education

b. The Ministry (now Department) of Education, Culture and Sports, aware of the acute nutritional deficiencies of many of the children, will continue to expand its nutritional and school feeding programme.

c. Local governments and school boards shall provide for pre-school education after top priorities have been made.

d. There is an urgent need to develop certain moral values and qualities of character among youths and children which will enable them to cope successfully with the varied circumstances and challenges of life. Such qualities are reverence, self-reliance, integrity, industry, social responsibility, discipline, and determination.

e. Schools shall continue to implement any programme supportive of development.

This plan provided direction for the programmes and projects in primary education in the country. Since poor health and malnourishment have been recognized as among the chief causes of absences and of dropping out from school, the plan seeks to intensify the health and nutrition education programme. Thus since 1978 the Ministry's policy has been to expand its nutritional and school feeding program. Schools are encouraged to make greater use of locally-produced nutritious foods in carrying out this programme. School gardens have been developed to produce vegetables for the feeding programme.

One factor that kept children of school age out of school was the inability of poor parents to provide the materials of instruction for their children, such as textbooks, paper, etc. To encourage parents to send their children to school, the Ministry instituted a Textbook Project in 1973 which now provides free textbooks for both primary and secondary students. This has consequently increased participation rates in both levels of education.

Another factor that tended to push children out of school was the collection of various monetary contributions from them. As a matter of policy, the Department now prohibits the collection of contributions from pupils, except those specified by the Red Cross.

One other factor that affected past participation and survival rates was grade repetition. To remedy this, teachers are required to double their efforts in helping slow learners so that they do not fail. An intensive commitment on the part of school officials and teachers to enhance their management and teaching skills have been implemented during the last six years.

The elementary schools in the Philippines have shown a steady increase in their enrolment at an average rate of 7.8 per cent yearly from school year 1962-1963 to school year 1969-1970 with the school year 1961-1962 as base as shown in Table I. This is 4.6 per cent more than the population increase of 3.2 per cent yearly. This is mainly due to the backlog in the accommodation of children of school age from year to year; the gradual enforcement of compulsory education as embodied in the Educational Act of 1953; the gradual reduction of dropouts; and the development of rural schools.

Table 1 Elementary Enrolment from School Year 1961-1962 to 1969-1970*

School Year	Enrolment	Increase in Number	Yearly Increase in Per Cent
1961-1962	4,226,807	Base	Base
1962-1963	4,598,097	+ 371,290	+ 8.78
1963-1964	4,992,381	+ 394,284	+ 9.33
1964-1965	5,327,704	+ 335,323	+ 7.93
1965-1966	5,669,800	+ 342,096	+ 8.09
1966-1967	6,045,300	+ 375,480	+ 8.88
1967-1968	6,407,268	361,968	+ 8.56
1968-1969	6,700,367	293,099	+ 6.90
1969-1970	6,855,501	155,134	+ 3.67
Average	5,647,025	328,584	7.77

**Director's Annual Report*

The average rate of increase annually in school popu ulation continued during the next two decades as shown by Table II and Table III with sc chool year 1970-1971 and school year 1980-1981 as bases respectively.

Table 2 Elementary Enrolment School Year 1970-1971 to 1979-1980*

School year	Enrolment	Increase in Number	Yearly Increase in Per cent
1970-1971	6,968,978	Base	Base
1971-1972	7,001,970	32,992	0.47
1972-1973	7,022,709	20,739	0.28
1973-1974	7,269,008	246,299	3.53
1974-1975	7,429,249	160,241	2.30
1975-1976	7,597,279	168,030	2.41
1976-1977	7,808,158	210,879	3.03
1977-1978	7,861,641	53,483	0.77
1978-1979	8,178,609	316,968	4.55
1979-1980	8,227,417	48,808	0.70
Average	7,536,502	139,827	2.00

* *OPS Data*

Table 3 Elementary Enrolment School year 1980-1981 to 1986-1987*

School year	Enrolment	Increase in Number	Yearly Increase in Per cent
1980-1981	8,290,444	Base	Base
1981-1982	8,518,283	227,839	2.75
1982-1983	8,591,267	72,984	0.88
1983-1984	8,717,469	126,202	1.52
1984-1985	8,793,773	76,304	0.92
1985-1986	9,027,736	233,963	2.82
1986-1987	9,243,295	215,559	2.60
Average	8,740,324	158,809	1.92

* *OPS Data*

While there was a steady increase in the number of children enrolled in school during the 1970s and 1980s, there was a marked decline in the average rate of annual increase from 2.0 per cent in the 1970s to 1.92 per cent in the 1980s. The two per cent average rate of increase in 1970 was 1.1 per cent less than the population increase of 3.1 per cent yearly.

During the next decade the average rate of increase annually was 1.92 per cent which was again 0.58 per cent less than the population increase of 2.5 per cent.

The decrease might be due to the economic crisis that gripped the nation during the 20 years of the Marcos regime and to the intensive population education drive launched in the Philippines.

Continuing Education

The Livelihood Skills Development Programme which is one of the programme areas of the DECS Non-formal Education programmes is designed to help solve the country's unemployment and underemployment problem by equipping the clientele with employable skills in short-term technical/vocational courses.

The courses are offered in response to community needs and problems, taking into account local resources available. The vocational courses are: dressmaking/tailoring; culinary arts; cosmetology; handicrafts; typing; and the like. Technical courses include electronics, automotive mechanics, TV servicing, practical electricity and others.

Integrated in these courses are values education, parent education, drug education and other relevant thrusts of NFE that will make the NFE clientele become self-reliant, self-sufficient and self-disciplined individuals who can participate actively and productively in national development as well as enhance their quality of life.

The main problems usually encountered in the implementation of projects on functional literacy and continuing education are lack of funding and lack of trained personnel to handle the different NFE courses.

Continuing Education should include post-literacy programme and non-formal education provided under different titles like adult education, complementary education, spare-time education, youth training, etc.

Mar '80 - Mar 1981	Vocational Training Skills Training	Enrolment	265,239
		Graduates	227,327
	Technical Courses	Enrolment	23,085
		Graduates	15,525
1985	Livelihood Skills Development	Enrolment	352,275
		Graduates	267,003
1987	Livelihood Skills Development	Enrollment	484,317
		Graduates	337,335

Policy and Planning

Eradicating Illiteracy

Non-formal education will focus on functional literacy, values formation and other skills for self-reliance. Regional innovative literacy materials and continuing learning delivery system modules will be regularly revised to reflect changing needs and new educational developments.

Every year, a sizeable number of illiterate and semi-illiterate youth and adults will be made literate as a part of DECS efforts to raise the level of literacy in the country and to eradicate illiteracy by the year 2000 in collaboration with Unesco's APPEAL. Graduates of literacy classes will be given post-literacy activities and provided post-literacy materials to prevent reversion to illiteracy. Reading centres will be strengthened and made accessible to all. Special non-formal education programmes will be developed for CARP beneficiaries, rebel returnees, non-commissioned officers, and enlisted men, women, the disabled and other underprivileged and disadvantaged sectors of society.

Based on the Education and Manpower Development targets for 1988-1992, the literacy rate is expected to increase from 88.40 per cent in 1988 to 89.60 per cent in 1992.

Universalizing Primary Education

As provided in the Constitution, the State shall establish and maintain a system of free public education at elementary and high school levels. Elementary education is compulsory for all children of school age.

To accommodate the increasing number of children who seek admission to schools, the expansion of school facilities and the opening of more extension classes in areas where they are most needed will be undertaken. Alternative delivery systems will be utilized to cope with the increasing school population and the demands of various cultural groups. The participation rate is expected to reach 99 per cent by 1992.

Continuing Education

In consonance with the Constitutional provision of encouraging non-formal learning systems as well as out-of-school study programmes, non-formal education will be elevated to a level of importance equal to that of formal education. Non-formal education will provide non-traditional education alternatives to schooling outside the school system for the out-of-school youths, the unemployed and underemployed. It will focus on the development of functional literacy and livelihood skills. Inclusion of short-term courses which will directly respond to the needs of the community will be stressed. The courses will aim to provide NFE clientele with better means of livelihood and job opportunities.

By 1992, the functional literacy programme is expected to train some 203,500 youths and adults while the livelihood skills development programme will train an estimated 618,100 target clientele. The National Manpower and Youth Council skills training courses are expected to graduate an average of 190,160 participants annually from 1988 to 1992 while the apprenticeship and learnership programme of the Department of Labor and Employment is expected to provide on-the-job training to a total of 45,000 youths during the five year plan period.

The Planning Process

The planning process for the EOI, UPE, and CE is carried out simultaneously by the planning committee/officials in consultation with the top executives, teachers, parents, and students. Plans are being formulated at various levels in the hierarchy of the educational system. The overall directions, goals, policies, and broad objectives were formulated by the Secretary of Education and her staff. These are being issued to the regions to serve as guidelines in the formulation of the regional plans. The regional officials will in turn issue these guidelines to the Provincial/City School Divisions; to the District Officials; and to the Heads of Schools/Institutions.

The Heads of the Schools/Institutions will orient the different department heads or subject area chairmen, and teachers about the goals and directions to be achieved up to year 1990 and up to the year 2000.

The school heads will then conduct a survey or assess the existing situation in the catchment area, gather and analyse data about the school, and derive or generate performance indicators. Based on the information generated, the school heads and teachers will set their objectives/targets for the plan period, determine strategies and policies to achieve the targets and identify priority programmes and projects to achieve objectives and goals. The corresponding costs/financial implications for all the programmes and projects should be included in the plan.

The institutional plans for EOI, UPE, and CE will be submitted to the district supervisors for integration into the district plan. The district plans will be submitted to the Superintendents to serve as inputs in the formulation of the Division Plans. The Division Plans will be submitted to the Regional Directors, to serve as inputs in the preparation of the Regional Plans. The 14 Regional Plans will be submitted to the Secretary of Education, Culture and Sports and to the Planning Service for incorporation or to be used as input for the Department's Plan.

Planning in the Philippines is a two-way process: top to bottom and bottom upward. The DECS system is emphasizing the following planning approaches:

1. Planning at sub-regional levels or decentralized planning.
2. Participatory planning.
3. Integrated planning.
4. Planning for quality.
5. Planning for equity.
6. Institutional planning, and/or planning at local level, or micro-planning. Micro-planning or institutional planning is being implemented in the Philippines, because the heads of the schools are more knowledgeable about their needs, problems, and priority projects, for they are the decision makers, implementors and evaluators for effective primary and non-formal education.

Programming

Priority target groups for literacy programmes are the cultural minorities, out-of-school youth and illiterate adults.

In order to carry out this programme of literacy, Project "Magbassa Kita" was launched in Regions IX, X, XI and XII and the Cordillera Autonomous Region where the literacy situation is critical. In this project, the phonosyllabic method of teaching is being used. Three months after commencing classes, the illiterates were made literates. Preparatory to the implementation of this project, a series of orientation and organizational meetings and teacher training sessions was conducted for key regional officials and field implementors.

A team of two trainers from the Central Office, Bureau of Non-formal Education (BNFE) trains teachers and coordinators in the phonosyllabic method of teaching non-readers to read and write as well as giving instruction on the learning process in adults. After their training, the teachers are expected to organize and conduct literacy classes in their respective areas.

Alternative/non-traditional strategies are being tried out and utilized to the maximum to achieve universal enrolment, retention and graduation in primary schools. Where traditional approaches fail, non-traditional modes have been tried out and found to be effective. These non- traditional approaches take into consideration:

- The culture of the people.
- The terrain and physical features of the place.
- The distance of homes from school.
- The socioeconomic status of clients.
- The general resources of the place.

Examples of these include the "Tent Schools" for the nomads, the "Walking Blackboard" for sea Gypsies, the "Street Schools" for street children, etc.

The Livelihood Skills Development Programme targets the unemployed and under-employed youth and adults. It is designed to equip this group of our population with employable skills in short-term technical/vocational courses, especially those that will have immediate impact on the local economy.

Area based planning is the ultimate thrust in decentralization and micro planning at sub-national and local levels. In this effort, problems are identified, needs are designed and on the basis of the resources available in the area, programmes, projects and plans are worked out with and in coordination with the local government officials as well as with the other government and non-government agencies in the specific area concerned. This is done at the sub-national and local levels as well.

In this type of planning, accountability is defined, roles are delineated and decisions are decentralized so that revisions in the plans may be modified any time the original agreements do not work out. In this way, actions are facilitated and targets are assured of being met.

Organizational Structure

Leadership in the implementation of the non-formal education programme is spearheaded by the Department of Education, Culture and Sports through the Bureau of Non-formal Education. The administration and management is vested in the Director under the supervision of the Undersecretary In-Charge of NFE and Secretary of the DECS. Linkages and coordination with other agencies (civic, religious, etc.), state/private colleges and universities and the private sector are maintained. The BNFE Director is assisted by the Assistant Director and the Chiefs of the three divisions of the BNFE.

The NFE programmes/projects are implemented in the 13 regions of the country through the regional offices headed by the Director. Each regional office has a Regional NFE Supervisor who takes charge of all NFE activities and also serves as Chairman of the Regional NFE Ad Hoc Committee. Each region is sub-divided into school divisions, each is headed by a Superintendent and Assistant Superintendent. A Division NFE supervisor is assigned to each Division. Each division is also divided into school districts, headed by a District Supervisor. A District NFE Coordinator is assigned to each district to take charge of non-formal education projects/activities. The NFE District Coordinator coordinates the activities of all NFE centres in the District.

On the national level proper coordination among the EOI, UPE, and CE at various levels is attended to by a coordinating body chaired by the Undersecretary for Programmes and Projects and assisted by the Bureau and Centre Directors as members. This body sees to it that all programmes and projects are properly coordinated and implemented as scheduled. Such a setup is replicated in the subnational and local levels.

Communication between the various levels is effected through memoranda and bulletins issued through the department as well as the reports of monitoring teams at different levels.

Community Participation and Local Resource Mobilization

The BNFE and the BEE maintain close coordination with other agencies, both government and non-government, local and foreign. This further strengthens the support for the

implementation of the UPE and NFE progr
avoided. Interagency groups/committees are

ammmes, but not all overlapping of projects is
organized to ensure coordination.

Involvement of NGOs at Various L

evels

The socio-political realities in remote rural are
an environment characterized by poverty, un
low productivity. These communities are sca
by education. Intervention programmes and p
vantaged such as the urban and rural poor are

eas and slum districts of the urban areas create
nemployment, peace and order problems and
attered, deprived, depressed and underserved
projects addressed to the educationally disad-
e needed to meet the educational problems.

Some of the innovative programmes and proj
ment and civic agencies in the community in

jects undertaken by government, non-govern-
nclude:

1. Saturday Opportunity Classes - condu
instruction and enrichment lessons fo
munication arts.

ucted by teachers since 1962 provide remedial
or the advancement of pupils' skills in com-

2. Project Arriba (Assistance on Remed
identifies the non-readers and the slo
the barangay give remedial instructio
Barangay Hall.

dial Reading in the Barangays) - this project
w learners in each barangay. The teachers in
on to the non-readers or slow readers at the

3. School for Street Children - This is a p
government agencies, civic and religi
the Social Action Centre. A survey of t
Center. This is followed by a meeting
children are then organized into a liter
programme while DSSD provides foo
forms of material assistance. The class

project of a multi-sectoral group composed of
ous organizations namely; DSSD, DECS and
the street children is made by the Social Action
with the street children and their parents. The
racy class. DECS takes care of the educational
od assistance. Other agencies volunteer other
s assembles outside a supermarket.

4. Financial Assistance to the Urban Poo
with snacks and school supplies by t
which is an international organizatio
contributions collected from pupils.

r - Children of very poor families are provided
the Catholic Christian Workers Association
n. This organization also pays for authorized

5. Intensive-Reinforced Study Programm
Programme reduces the regular 10 mo
in depressed areas, specifically the far
room teaching is reinforced by modu
learning contracts, peer teaching and c
weaknesses. The 8 month program
programme for the effective and effici

me - The IRSP or Intensive-Reinforced Study
nths schooling to 8 months for grade six pupils
rming, fishing and urban communities. Class-
dules, home visits, individualized instruction,
continuous diagnosis and remediation of pupils'
me was found to be a viable intervention
ient delivery of education to the rural poor.

6. Teacher Child Parent (TCP) Approa
Zamboanga City. The programme ai
found to be severely undernourished.

ach - an ongoing programme in Basilan and
ms to improve the nutritional status of pupils

7. Basilan Project Corazon - a simple and
basic education in Basilan, a depresse
improve the division's literacy rate, c

d practical programme aimed at strengthening
ed school division. The project is expected to
considered the lowest in the country.

8. Area Based Child Survival Development Program (ABCSDP) - a UNICEF assisted project which aims to improve literacy through parent education particularly among women.

9. SUBASTA - a UNICEF assisted project. It aims to extend all government services - education, health, livelihood programmes in depressed and underserved communities of Sulu, Basilan and Tawi-Tawi.

10. Walking Blackboard in Kabuhanginan - a project of Tawi-Tawi schools for Badjao children. Since the Badjaos are nomads, they don't want to attend formal classes. Instruction is upgraded and the vernacular is used as medium of instruction.

11. Notre Dame of Jolo College - Community Extension Services - a Community Extension Service programme aimed at ameliorating the individual, the social, the economic and the spiritual lives of the people.

12. The Mobile Tent School - an integrated programme for rural development where various agencies and government departments collaborate and integrate their development projects. Directors and staff members of the Department of Health, National Manpower Youth Council, National Economic Council, Department of Agriculture and the Department of Education, Culture and Sports plan together and jointly implement the project.

13. The Pundasyon Hanunuo Mangyan School - an ethnic community school organized and operated by the De La Salle University, a private school in very remote tribal areas.

14. Bio-Intensified Gardening - Parents are taught the technology of better food production practices.

15. Feeding Demonstrations - Mothers and women in the community help and learn proper food preparation.

16. Nursing Education for Women - The Department of Health is conducting a proposed nursing programme for Muslim nurses who will serve in the identified Area Based Child Survival and Development Programme; a capability building programme in Muslim rural areas. Parents' Knowledge and skills on child care are also strengthened.

17. Formal and Non-formal Education for Girls - these classes are conducted to motivate Muslim girls and women to attain higher education.

18. The Institution for the Protection of Children and the Smokey Mountain Projects: A Non-Government Organization - a service-oriented non-government organization concerned with the welfare of young Filipinos particularly working children.

19. Lingap Pangkabataan, A Non-Government Organization - a civic agency that promotes holistic child and family development emphasizing the improvement of livelihood, cultural, social and Christian education, health, sanitation, nutrition and shelter for the destitute, depressed, denied, orphaned, physically handicapped, abandoned children.

20. The Summer Institute of Linguistics Approach - was organized to meet the literacy needs of cultural communities.

Technical Resource Support

Curriculum and Learning Materials Development

Instructional materials for the neo-literates are being prepared by selected writers during workshops at the national and regional levels. The regional and local level staff take care of the preparation of indigenous instructional materials designed to help in the production of quality graduates in both primary and adult education classes. In some instances parents and community officials help in developing these indigenous instructional materials.

The BNFE and BEE also continue to have close coordination with Unesco Bangkok and Paris, UNICEF, and the Asian Cultural Centre for Unesco (ACCU), Japan as well as the SIL in the adaptation and translation of literacy materials for neo-literates.

These bureaus, through the Learning Resource Development Division (LRDD) as well as the Staff Development Division conduct workshops for the development of UPE materials for quality education as well as post-literacy materials for NFE.

The same technical staff of the LRDD works on the revision/adaptation of the DELSILIFE package. The package, consisting of five booklets and a cassette programme (with script), is a set of information materials which will be the basic instrument for the dissemination and implementation of DELSILIFE (i.e. the Development of a Learning System for the Improvement of Life). It is an approach which is aimed at improving the quality of life of the rural poor.

Training of Teachers and Other Personnel

The BEE and BNFE undertake a staff development programme designed to upgrade/enhance the competencies of teachers and other personnel at the central and field levels. A variety of training activities are conducted as part of the continuing efforts to enhance central, regional, and field staff capabilities in non-formal education and programme management and implementation.

Supervision and Learner's Evaluation

Supervision of primary school and literacy classes aimed at improving the teaching and learning situation in different groups of learners is undertaken at the district, division and regional levels. Learner's instructional evaluation is done informally and formally. For quality output, observations and interviews of clientele are made to find out their reading and writing capabilities. An informal test is given to check if they can read and understand a paragraph of a local news report. Assessment is done through the traditional means of paper and pencil tests and through learner performance evaluation.

Research and Innovation

The Bureau of Non-formal Education is undertaking a study on effective strategies for teaching reading to illiterates, both out-of-school youth and adults. Recent innovations in teaching out-of-school children such as street schools are being implemented in collaboration with the Department of Social Welfare and Development. This project is undertaken to prevent street children from becoming illiterates.

All elements of the elementary sector through the leadership of the Director have a research agenda relevant to their particular needs as they relate to the component of PRODED geared towards the attainment of quality outputs. The entire sector takes the responsibility of trying out innovative strategies for the attainment of programme and institutional targets as well.

Financial Resources

The staff requirements for policy formulation, programme planning and standards development for non-formal education as well as the maintenance and other operating expenses of the BNFE come from authorized allotments as reflected in the General Appropriations Act.

The BNFE gives minimal financial assistance to regional projects and activities, such as reading centres, projects on livelihood skills development, seminar/workshops for specific purposes, etc. In addition, the regions also get funding assistance for their non-formal education activities from the Local School Board, civic organizations and the private sector.

International agencies, like UNESCO, UNICEF, ACCU and those giving foreign grants, extend minimal financial assistance for a few development projects.

For UPE, the Government carries the main responsibility for financing elementary education. In 1980 capital expenditure on elementary education amounted to about US$42.00 per student. While the level of recurrent expenditure falls within the lower range for Asia, the main constraints to improvements in the quality and coverage of elementary education are found in policies for allocation of funds. Development and recurrent appropriations are allocated according to programme thrusts identified by the regions in relation to the overall thrust of the Government and the Department of Education, Culture and Sports. For activities not funded in the Appropriations Act, international funding agencies like UNESCO and UNICEF provide the needed support.

At present, regional planning and budgeting exercises have been undertaken so that the amounts provided are in accordance with the needs and programmes identified for the purpose. A decentralized planning and budgeting process has somehow improved the implementation of programmes and projects.

Monitoring and Evaluation

Analysis of the progress towards universalization of primary education and of the eradication of literacy in critical areas shows that the pre-conditions for progress towards UPE and EOI have been met, that is:

1. National acceptance of the goal of universal access to and participation in a minimum level of education for all citizens.
2. Supporting activities are being undertaken to create awareness concerning the nature of educational deprivation and disparities, and to collect and disseminate information on ways of overcoming educational disadvantages by certain groups. These support activities will continue to be pursued until the goals of universalization of primary education and literacy are achieved.

National acceptance of the UPE goal is evidenced in the 1987 constitutional mandate and national commitment to universal free and quality education up to the secondary level. Supporting activities necessary to promote this goal have been undertaken, for example the Programme for Decentralized Educational Development and the National Seminar on Enhancing Relevance and Efficiency of Primary Schooling held on August 10-14,1987.

The review of the State of the Practice of UPE has created an awareness of the nature of educational deprivation and disparities existing in the country to date. Information has been collected on the methods and intervention programmes which are being implemented to overcome the educational disadvantages faced by certain groups. Monitoring groups have been organized at the national, regional, sub-regional and local levels. Feedback is passed from the lower levels up to the upper levels and from the upper levels down. Organizations are accredited before they become involved in the process of monitoring. The national committee on APPEAL takes an active role in this process of monitoring and evaluation of UPE, EOI and CE programmes and projects.

National Policy of APPEAL

National Coordination Mechanism

A national coordinating committee for APPEAL was organized in January 1987. The committee proposed a plan and launched the programme on June 25, 1987. Initially, inputs on regional efforts have been put together through the government and non-government representatives in a national seminar-workshop and orientation on the APPEAL programme. This was followed by a national seminar of practitioners to initially review the state of the practice by analyzing the present scenario in the problem areas, identifying the concerns and issues, the present intervention programmes and the linkages for integration, coordination and collaboration in the areas of universalizing primary education and enhancing relevance and efficiency in the area of APPEAL's concerns. From these inputs, a proposed five-year programme was developed. Funds for the baseline studies have been identified and proponents are now being explored.

The launching of APPEAL was followed by activities of the different groups involved in APPEAL. Different activities ranging from conduct of baseline studies as well as inventory of agencies and group involved in APPEAL oriented activities have been prepared and are now ready for use in this country.

Regular monthly meetings of the APPEAL committee have been conducted in order to keep abreast with activities, programmes and projects being undertaken by the various groups.

Recently, a Rural Educators' Congress was held to focus attention of the educational development of rural clients and to use such educational inputs for the development of the community.

A National Congress on APPEAL was held in 1988. It made full accounting of all the gains made in APPEAL in the past years and projected the programme of activities for the forthcoming years.

Coordination between EOI, UPE and CE

The national committee takes care of coordinating the programmes of different groups involved in Education for All. A similar ad hoc body is replicated in the sub-national and local levels. They see to it that all efforts in this regard are properly coordinated and accounted for.

The Planning Model for Appeal

In the Philippines, the Department of Education, Culture and Sports is primarily responsible for the formulation, planning, implementation, and coordination of the policies, plans, programmes and projects in the areas of formal and non-formal education at all levels. It is responsible for the supervision of all education institutions, both public and private and provision for the establishment and maintenance of a complete, adequate and integrated system of education relevant to the goals of national development. The Education Act of 1982 enjoins the Department to make the utmost efforts to ensure that the education system fulfills its mission, that is, to deliver services to its clientele. This will enable individuals to develop their full potential for self-actualization, productivity, and social usefulness and to effectively contribute to the quality of life.

In pursuit of these goals, the DECS has set the following objectives, policies and strategies:

Objectives

1. To improve the quality and relevance of education and training.
2. To increase the access of disadvantaged groups to all areas of education.
3. To foster values needed in social transformation and renewal.
4. To preserve, enrich and propagate the nation's cultural heritage and legacy.
5. To strengthen functional and collaborative linkages within the system and with other entities.

Policies and Strategies

1. Restructuring of the educational system through curriculum development, bilingual education and other structural changes.
2. Expansion of education and training opportunities through a full implementation of the Constitutional mandate of free public elementary and secondary education and increased emphasis on non-formal education and technical/vocational education.
3. Intensification of values education.
4. Institutionalization of functional linkages and collaboration between formal and non-formal education and training institutions.
5. Promotion of entrepreneurial education and training.
6. Full mobilization and utilization of teachers and staff and establishment of an increasingly commensurate system of compensation and incentives.

7. Strengthening the system for educati tion planning, implementation, monitoring and evaluation.
8. Enhancement of cultural and sports development.
9. Maximizing Philippines involvemen nt in the International mainstream of education and manpower development.

Prospects in the Philippines up to the Year 2000

In the next few years, the entire educatior nal system will expand education and training opportunities for the population. The Con nstitutional mandate for free public elementary and secondary education will be aggressively y implemented as the education sector continues to receive the highest budgetary priority. The educational system will be restructured to improve the quality of its output as well as its relevance to emerging conditions and needs. It will strive to imbue in the Filipino a high sense of self-reliance, discipline, political consciousness, civic spiritedness and pride in his identity. The intensified use of the Filipino language shall place a premium on its use in a much broadened sphere of national life. A value system which shall be fully ingrained will attempt to define for every Filipino member of the national community his/her role in the attainment and enjoyment of the benefits of an improved quality of life.

Democratization of access to education will result in a more equitable distribution of educational opportunities among geograph ical regions, between urban and rural areas and among social groups. Increased access to ed ucational opportunities will be brought about largely by the dominant role of governme ent in elementary and secondary education and the deregulated environment in tertiary education to improve greater private sector involvement. Student assistance program nmes will be expanded through a variety of schemes.

The next five to ten years will witness the progressive dismantling of the traditional concepts of education rooted in schoolin g to the broader concept of education which includes all institutions that contribute to the emergence of new attitudes, knowledge and skills that are indispensable to the maximun m development of human resources. Elementary and secondary education or its equivalent will focus on basic literacy and numeracy skills as well as citizenship and life skills and values which contribute to the production of versatile individuals useful in their particula ar environment in a changing society. Secondary education will develop a strong bent for pr ractical arts which would be closely linked with academic offerings in the second education nal level. Every student pursuing secondary and non-formal education or its equivalent wil ll reinforce what he/she has learned in the first level while being trained to be job-opportu unity oriented and more employable.

The school system will be made very flexib ble so as to provide for multiple entry points, for the accreditation of learning acquired outsi de of school, and or a wide range of programmes intended for a diverse learning population. Increased training facilities, new instructional technologies, accelerated learning process and programmed instruction shall be developed to cope with the expanded manpower trai ining coverage. Greater linkage between educa- tional institutions and industrial/service pl plants will be forged to bring school closer to the world of work. Short term vocational and technical courses will be developed in accordance with the demands of the labour market.

Programmes and Projects

The programmes and projects of elementary and non-formal education are as follows:

1. Elementary Education Programme
   a. Programme for Decentralized Educational Development
   b. Physical Facilities Development
   c. Instructional Materials Development
   d. Educational Reorientation Programme
   e. Pre-school Education Programme
   f. Special Education Programme
   g. Teacher Welfare
   h. Staff Development Programme for School Executives
2. Non-formal Education Programme
   a. Functional Literacy
   - Printing of neo-literacy materials and self-learning modules
   - Seminar-workshops for the production of curriculum materials
   - Strengthening NFE Reading Centres
   - Catalogue of literacy materials

   b. Livelihood Skills Development
   - Barangay Operation for Livelihood Development
   - Intensive Clientele Training on Livelihood Skills in cooperation with other agencies

   c. Staff Development Programme for NFE Personnel
   d. NFE Newsletter and Statistical Bulletin
   e. Survey on the Status of NFE in the Philippines

Statistics

The Philippines has traditionally recognized the significance of education in its development strategy and has achieved marked success in changing the profile of education and literacy as shown by the following tables.

Table 1.B.1 shows the population by sex and age group from 1960 to 1980 and the corresponding projections for 1990 to 2000. The table indicates the total male and female population; those 0-14 years old; the primary school age population (7-12) and the total urban and rural population.

The table shows a continuous and marked increase in school-age population during the last three decades.

Table 1.B.2 presents the number of adult illiterates by sex from 1960 to 1980 with projections for the decades 1990 and 2000. It is gratifying to note that while there was a

gradual decrease of adult illiterates in each decade surveyed, there was a substantial increase in the literacy rate.

Likewise, as shown in Table 1.B.4 the enrolment in elementary education has also continuously increased while the number of out-of-school youths has inversely decreased.

A concrete indicator of the marked success of the universalization of education in the Philippines are the data shown in Table 1.B.5, "Percentage Enrolled In Grade I and Survival Rate Until Grade VI". As shown in the table, there was a parallel increase in the number and percentage of children enrolled in Grade I and the corresponding survival rate until Grade VI in each decade. On the other hand, there was a continuous decline in the drop-out rate. The last table gives the population by urban-rural classification and by region, indicating the exponential population growth in the Philippines.

Table 1.B.1 Population by Sex and Age Group 1960-2000

Population	1960	1970	1980	1990	2000
Total	27,087,685	36,684,486	48,316,503	61,894,363	77,209,296
Male	13,662,869	18,250,351	24,231,626	31,094,508	38,874,932
Female	13,424,816	18,434,135	24,084,877	30,799,855	38,334,364
% Female	49.56%	50.25%	49.85%	49.76%	49.65%
0-14 Years old					
Total	12,377,240	15,816,019	20,313,098	24,169,349	27,551,448
Male	6,374,596	8,120,761	10,409,668	12,360,336	14,096,872
Female	6,002,644	7,695,258	9,903,430	11,809,013	13,454,576
Primary school Age population (7-12)					
Total	2,903,893*	4,865,253	7,545,696	9,228,537	10,749,330
Male	1,451,946	2,449,748	3,873,706	4,708,393	5,494,470
Female	1,451,947	2,415,505	3,671,990	4,520,144	5,254,860
Total	27,087,685	36,684,486	48,316,503	61,894,363	77,209,296
Urban	8,171,455	11,677,820	17,988,234	20,468,465	25,517,672
Rural	18,916,230	25,006,666	30,328,269	41,425,898	51,691,624

**Extrapolated for 1960*

Table 1.B.2 Number of Adult Illiterates by Sex 1960-2000

Adult Illiterates	1960	1970	1980	1990	2000
Total(%)	27.95	16.60	13.52	11.00	8.00
Male	3,818,772	3,029,558	3,276,116	3,420,396	3,109,995
Female	3,752,236	3,060,066	3,256,270	3,387,985	3,066,750

Table 1.B.3 Literacy Rate by Sex 1960-2000

Literacy Rate	1960	1970	1980	1990	2000
Total(%)	72.05	83.40	86.48	89.00	92.00
Male	9,844,097	15,220,793	20,955,510	27,674,112	35,764,937
Female	9,672,580	15,374,069	20,828,601	27,411,870	35,267,614

Table 1.B.4 Enrolment in Elementary Education

	1960	1970	1980	1990	2000
*Elementary Enrolment***					
Total	4,001,331	6,414,306	7,931,164	10,639,281	17,933,684
Boys	2,093,686	3,288,619	4,066,234	5,426,033	9,146,434
Girls	1,907,645	3,125,687	3,864,930	5,213,248	8,787,250
Enrolment Ratio					
Total	14.77	17.53	16.42	17.19	23.22
Boys	15.32	18.10	16.78	17.45	23.52
Girls	14.21	16.96	16.05	16.92	22.92
Out-of-school					
Total	10,082,225	9,796,204	6,649,973	2,826,279	12,090

*** Elementary enrolment is bigger than the school going age population 7-12 years, due to underage and overage enrollees.*

Table 1.B.5 Percentage Enrolled in Grade I and Survival Rate until Grade VI

	1960	1970	1980	1990	2000
No. enrolled in Grade I					
Total	969,052	1,457,783	1,708,529	2,284,511	2,860,493
Boys	513,578	759,396	897,400	1,193,542	1,489,684
Girls	455,474	698,387	811,129	1,090,969	1,370,809
% enrolled in Grade I					
Total	100	100	100	100	100
Boys	53	52.09	52.52	52.24	52.08
Girls	47	47.91	47.48	47.76	47.92
Survival rate until Grade VI					
Total	45.70	53.80	61.90	68.38	76.48
Drop-out					
Total	8.27	5.93	3.58	1.27	0.00
Boys	9.32	6.76	4.19	1.69	0.00
Girls	7.21	5.09	2.97	0.85	0.00

Population by Urban-Rural Classification 1960 to 2000

Region	1960		1970		1980		1990		2000	
	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural
NCR							5,925,884	7,974,002	9,894,837	
I			579,955	2,410,606	810,117	2,730,776	981,994	3,309,937	1,160,699	3,912,285
II			239,230	1,452,229	343,543	1,871,979	441,212	2,403,483	545,637	2,972,329
III			1,190,901	2,523,051	2,009,259	2,793,534	2,569,653	3,571,965	3,150,081	4,378,794
IV			5,233,673	3,091,574	2,225,735	3,860,885	2,990,609	5,114,023	3,759,446	6,428,575
V			568,784	2,398,097	346,216	2,730,766	941,694	3,446,440	1,149,143	4,205,672
VI			965,375	2,652,951	1,282,340	3,243,275	1,607,533	4,064,778	1,927,099	4,872,827
VII			846,557	2,186,162	1,212,116	2,575,258	1,477,132	3,138,907	1,740,991	3,699,606
VIII			462,568	1,918,841	609,521	2,190,013	731,566	2,628,868	864,921	3,108,076
IX			294,365	1,574,649	431,144	2,097,362	544,714	2,650,089	660,485	3,213,325
X			408,190	1,544,545	732,887	2,026,098	960,307	2,655,307	1,205,804	33,344,120
XI			585,518	1,615,206	1,121,320	2,225,483	1,451,788	2,881,907	1,796,876	3,566,934
XII			302,704	1,638,753	427,203	*1,843,746	553,439	2,388,820	691,325	2,983,981
Total	8,171,455	18,916,230	11,677,820	25,006,666	17,909,285	30,189,175	20,468,465	41,425,898	25,517,672	51,691,624
Grand Total	27,087,685		36,684,486		48,316,503		61,894,363		77,209,296	

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